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The document contains the major topics discussed at Oregon State Department of Education workshop held in 1968. The conference was funded by Elementary and Secondary Education Act, Title I monies and was organized for school personnel involved in Title I activities. Included are articles on the educational needs of poor children, program planning, evaluation of Title I efforts, use of personnel in Title I projects, innovative and creative ideas and techniques, and the future of Title I. (NH)

TITLE I: HELP FOR THE EDUCATIONALLY DEPRIVED

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TODAY, as never before, Oregon Educators have a great chance to help the educationally deprived. The Elementary and Secondary Education Act of 1965 represents a major breakthrough for federal assistance to education. It opened a vista of financial possibilities unmatched in American history. By its legislative action, the United States Congress authorized vast new federal programs aimed at helping our greatest and most precious national resource: our children.

What had theretofore seemed impossible suddenly was transformed into reality through the passage of this landmark legislation. School districts in Oregon, as around the nation, answered the clarion call to a great battle against poverty and ignorance. The various programs and services which arose throughout the state of Oregon are today's exciting testimony that all of our children are important. Let us continue to answer the call to this essential task of providing help for the educationally deprived so that they might learn to function on an equal basis with that of other citizens in our great, competitive American society!

DALE PARNELL
Oregon State Superintendent
of Public Instruction

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THE REASON FOR IT ALL

"The special Title I programs in Oregon have . . . given children a feeling of self-worth and dignity, opened a world of culture to the deprived . . . ."

FOREWORD

by DALE R. SKEWIS

In 1965 the Congress declared it to be a policy of the United States to provide financial assistance to local educational agencies serving areas with concentrations of children from low-income families to expand and improve educational programs by various means which contribute particularly to meeting the special educational needs of educationally deprived children. This policy was established in conjunction with the enactment of Title I of the Elementary and Secondary Education Act.

As a result of this Act more federal money began to flow into the elementary and secondary schools of the Country than ever before. School people, some of them for the first time, began to recognize the special educational needs and problems of educationally deprived children. Special projects and programs of varying means have been developed and introduced into the schools to provide opportunity to children who have a need for special educational assistance in order that their level of educational attainment might be raised to that appropriate for children of their age. Special programs have been provided for the handicapped and to those whose needs for special educational assistance have resulted from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large.

Oregon alone has granted a total of $21,268,000 in Title I funds to local school districts during the first three years of the program and another $6,100,000 will be available in fiscal year 1969. Each year between thirty and forty thousand educationally deprived Oregon children are served through special compensatory educational programs designed to meet the deprived at the point of their special need.

The special Title I programs in Oregon have kept potential dropouts in school, brought withdrawn children out of their "shells", given children a feeling of self worth and dignity, opened a world of culture to the deprived, taught the non-reader to read, provided instruction on a one-to-one basis so badly needed by some, provided pre-school experience for those already behind at this early age, and a host of other accomplishments. Success stories with individual children are told by virtually every enthusiastic teacher in every program from all participating school districts.

Local school district personnel are now planning Title I programs with more information available to them and with greater sophistication than during the first years the Act was in operation. In the early summer of

1968 the Oregon Board of Education, with the use of Title I administrative funds available to them, provided a state-wide workshop for Oregon school personnel involved in Title I activity. Staff from the Oregon Board of Education, from universities and colleges, from local school districts, from numerous local community and state agencies, and from out of state were made available to participants. Key aspects of the intent of the Title I Act, the characteristics and needs of educationally deprived children, program design, evaluation, instructional media, use of personnel, and directions for the future were all covered in major addresses at the workshop. Small group discussions provided opportunity for participants to obtain answers to their questions, to learn effective approaches to the education of the deprived child, and methods of identifying special needs of children for whom the Act is intended.

It is the purpose of this publication to make available to educators and others interested in the special educational needs of educationally deprived children the products of the state-wide workshop. It is believed that in disseminating this material a greater number of people will be able to share in the knowledge gained by workshop participants and that better and more effective Title I programs will result.

INTRODUCTION

The general topics covered in this publication constituted the major items for discussion at the State Department of Education Workshop on Title I, ESEA held at Willamette University June 10-14, 1968. The Workshop featured many outstanding educational consultants including the six contributing authors to this publication. The participants in the weeklong SDE Workshop on Title I, ESEA came from every corner of Oregon and represented a variety of viewpoints and experiences.

The need to know more about the educationally deprived child was the motivating factor behind this publication as well as the SDE Workshop last June. Only as teachers, administrators, parents, legislators and lay citizens achieve a fuller understanding of the needs of educationally deprived children will educational, social and cultural enrichment be achieved for these worthy and deserving children.

A fair and equal opportunity to learn is not universally available to all pre-school, elementary and secondary pupils today. The amazing breakthrough that the federal legislation of 1965 permitted for the first time in American educational history acknowledged that an educationally deprived child is in need of help regardless of whether he attends a public or non-public school. Certainly Title I offers many exciting possibilities—its flat grant design permits public school agencies to creatively plan for helping all educationally deprived children regardless of where they attend school or if they are not even IN school!

The program calls for "categorical aid" from the federal government. This means that the funds are authorized for a specific purpose. Thus, public school districts who have been designated by the Title I legislation as local educational agencies (LEAs) responsible for designing and marshalling Title I funds, are charged with helping ALL children who reside in their districts if they are educationally deprived. This is an awesome task!

This publication attempts to provide some thoughts on the subject of helping the educationally deprived children. In the lead article, Dr. Wilson Riles describes the conditions and needs of the economically and educationally deprived children of today's society. Dr. Austin Haddock discusses programs and activities that are considered suitable for carrying out the intent of Title I in Oregon. Dr. James Holmes presents some ideas and suggestions for evaluating Title I activities and services. Dr. Harold Abel discusses some possible uses of personnel in relation to Title I programs and suggests some models to follow in this respect. Dr. Kenneth

Yost offers the full range of educational technology to program applications for teaching the educationally deprived. Finally, Dr. John Staehle looks into the future to predict some concrete ideas about where we are going and why in Title I.

Each of the articles in this publication has been subjected to careful and painstaking editing. However, the editors assume all responsibility for any errors or mistakes that may have occurred in the final copy. It is the editors' hope that readers will look beyond the immediate document and respond to the much more eloquent, if unspoken, challenge of helping the educationally deprived children of today to reach fulfillment tomorrow.

—The Editors

Salem, Oregon

October 1968

THE CHILDREN OF POVERTY—
EDUCATION'S CHALLENGE

WILSON C. RILES

Our nation has embarked on what has been called the education revolution of the century. The center of educational activity is being focused on the children who traditionally have not met with success in the public schools. A new jargon has been created to describe these youngsters. We call them the culturally deprived, the culturally disadvantaged, the educationally disadvantaged, the culturally impoverished, the alienated. Whatever we call them, they have one characteristic in common—they are poor.

The learning problems faced by children from poor backgrounds are not new—the fact that children from lower-income backgrounds tend generally not to do as well in school as children from more affluent backgrounds is not a recent discovery.

Most of the students who are dropping out of school today would never have entered high school 50 y[illegible] go. They would have quit school to take unskilled jobs, which were then available. They would not have been considered dropouts; they would have merely joined the working class. But today's rapidly expanding technology has wiped out the unskilled job. There is no longer any future for the inadequately educated young man or woman.

As society and its opportunities change, the public is demanding that education change. It is a mark of America's faith in the power of education that he has turned first to education for the answers and solutions to change. Just as America turned to the schools after Sputnik by passing the National Defense Education Act, so it has now turned to the schools to solve the problems of poverty by passing the Elementary and Secondary Education Act.

The public is no longer interested in hearing why the children of poverty do not learn. It is no longer interested in hearing the colleges blame the high schools, the high schools blame the junior high schools, the junior high schools blame the elementary schools, the elementary schools blame the parents and the husbands blame

their wives' relatives. The public is simply no longer interested in apportioning the blame.

The public, speaking through its elected representatives, has decided that no longer can we stand by and accept the fact that thousands of children from low-income families are not achieving to the full extent of their potential. It has turned to the schools and said, "Do something about it."

We have traditionally thought of a dropout in terms of the child's failure to succeed in school. But a more realistic appraisal is that dropouts reflect the school's failure to succeed with the child. In effect, the child has not dropped out; he has been pushed out by a school that has ignored his educational needs and by a school program that had no relevance to his aspirations or learning problems.

Although most of our children come from lower-class families, our schools are geared to the middle-class child. Our teachers come from middle-class backgrounds and naturally are better able to understand and communicate with the middle-class child. Our curriculum, textbooks and recognized teaching methods are all aimed at the experiences and values of the middle-class child.

But the instructional program that is good for the middle-class child is not necessarily good for the child whose background is one of poverty.

The child of poverty has not had many of the simple experiences which we assume are common with all youngsters. He has not been taught at home to place a high value on education, to think of education as the key to success. Instead of being prepared for school with a home full of books, magazines and newspapers, his childhood is one of illness, hunger and threat of eviction. Because of the low status that society has accorded him and his family, he is likely to have a low image of himself and a lack of motivation to succeed. He does not have the verbal communication skills that are the foundations of reading and writing.

The disadvantaged child is behind from the day he enters school.

And he falls further behind the middle-class child as the years go by. The longer the disadvantaged child stays in school, the bigger the gap grows. Soon the student begins to reflect society's attitude that he is incapable of succeeding, and it is only a matter of time before he becomes a statistic—a dropout.

Compensatory education seeks to overcome the disadvantages that the low-income student brings into the classroom and that prevent him from taking full advantage of the regular school program. Compensatory education means to compensate for the crippling effects of poverty on young children.

We cannot make a significant difference in the lives of disadvantaged children by just patching up our normal school procedures with a few remedial band-aides. What is needed is a dramatic change in American educational practices and philosophy, the most important of which is a new definition, understanding and commitment to the concept of equality of educational opportunity.

Traditionally, educators and the public have spoken of equal educational opportunity in terms of sameness—the same textbooks, the same curriculum, the same class size, the same number of library volumes. We have clung to the myth that we were doing an equally good job with all our children, that all the schools were equal, that they all provided a similarly good education, that aside from disciplinary problems, nothing was wrong with our schools in the ghetto. Actually, even the accepted definition of equal educational opportunity was lacking in its fulfillment. Usually, it was the schools in our nicer, middle-class neighborhoods that ended up with more experienced teachers, better facilities and the funds for experimental curriculum.

But with compensatory education has come a new concept. We are being forced to recognize that equal educational opportunity means an educational program geared to the needs of each individual child, a program designed to develop to the maximum the potential of each youngster. It means that more money, more books, more individual attention through smaller class size, more curri-

culum experimentation and better teachers must be poured into the schools where the economically and environmentally disadvantaged children are concentrated.

I believe that in the long run compensatory education will not only improve the education of disadvantaged children, but will also have a major influence on the instructional program for all children. Compensatory education has raised questions and doubts about long-cherished educational practices. With its stress on innovation, it has become the experimental testing ground for many new instructional techniques that, if successful, could have widespread application for all schools in the future, whatever the environmental background of their students. Let me cite a few of the areas where I think compensatory education may have great influence.

First, in the area of school curriculum.

We have thought for years that abstract mathematics was a mystery to be reserved for the upper grades, capable of being understood and comprehended only by mature youngsters. In California, university professors are successfully teaching difficult algebraic concepts to fifth graders in poverty areas. Here was a subject in which the disadvantaged youngster did not find himself at the tail end of the class, for few parents teach their children abstract mathematics at the age of four. Success in this high status subject gave the compensatory education children the motivation, the pride in learning that rapidly spread to enthusiasm for their other classes.

Where formerly the accepted method of teaching English to our Spanish-speaking children was to force them to forget their Spanish and concentrate on English, school districts have found that students will learn English more rapidly when their facility in Spanish—and their pride in the Spanish heritage—is enhanced. Where formerly we would allow non-English-speaking students to fall years behind in every subject because of their inability to understand the lesson in English, we now offer mathematics in Spanish, social studies in Spanish, and intensive language development and creative writing in both Spanish and English.

Where formerly we would automatically assume that all children scoring abnormally low on intelligence tests belonged in classes for the mentally retarded, we are now analyzing our placement methods and recognizing the cultural bias in our standardized tests. We have seen children formerly classified as mentally retarded make their way in a regular classroom after their difficulties were traced to environment and health handicaps and compensatory education services provided.

We have seen sixth graders, who were under-achievers themselves, used as classroom tutors to first graders with reading problems. The result—increased motivation and achievement in both the older and younger students. We have seen disadvantaged students make substantial improvement in reading level after curriculum materials were developed based on their experiences rather than those of some mythical child living in a culture entirely foreign to their own.

We have seen the remarkable gains in school achievement by children who have had the benefits of Headstart and other preschool programs, shattering the belief that three-year-olds have no business in a formal classroom setting. We have seen counselors become a part of the regular staff of elementary schools, health and nutritional services provided, class sizes drastically reduced, neighborhood study centers established and Saturday enrichment activities instituted.

This spring, 27 school districts were selected to operate three-year experimental projects to develop new ways to teach reading and mathematics to junior high school students in poverty areas. To encourage creativity, the California Legislature authorized the State Board of Education, if necessary, to waive any section of the Education Code in order to allow experimentation with a variety of curriculum materials, non-credentialed teaching personnel, and flexible scheduling. Private industry was encouraged by the legislature to participate in the development and implementation of the demonstration projects to insure that all expertise and resources were tapped. The State Board of Education will be watching these programs closely. At the end of the three-year experiments, we

expect to have curriculum innovations that will have ramifications outside as well as inside the poverty areas.

The second key area undergoing change because of the compensatory education program is teacher training. Our colleges and universities are becoming more cognizant of their responsibility to prepare teachers with the skills to provide effective instruction for the lower-class student as well as the middle-class and upper-class student. Already many teacher training institutions in California are requiring that their students do part of their practice teaching in a disadvantaged neighborhood. The State Legislature has funded joint projects by school districts and colleges to improve the preparation of teachers for disadvantaged areas. Our future teachers, regardless of whether they work in schools populated by disadvantaged or not, will have a more enriched background to teach in a society with a diverse student population.

Already we can see a shift in the attitude toward teaching the disadvantaged youngster. With a new emphasis being placed on the challenge of meeting the special educational needs of the disadvantaged child, an improved status and increased prestige is accruing to those teachers who accept the challenge. We are finally giving recognition to the fact that teachers who work in disadvantaged schools frequently require more skills, more training, more sensitivity and more devotion.

In short, we are recognizing that teaching the disadvantaged child is worthy of the best that our profession has to offer.

The third area of change is the increased involvement of the community and parents in education. The Elementary and Secondary Education Act requires that the representatives of the poverty area be involved in the development of compensatory education projects. In California, the State Board of Education has gone beyond the federal law in requiring that each school district establish an advisory committee for its compensatory education program, with fifty percent of the membership composed of residents of the poverty area and the balance representing the diverse segments of the community—business, labor, non-public schools, civic and ethnic organizations, health agencies, etc.

THE CHILDREN OF POVERTY

"The child of poverty . . . has not been taught at home to place a high value on education, to think of education as the key to success."

The involvement of the community in compensatory education reflects a recognition that educators cannot do the job alone. The effects of poverty and the factors that influence a child's readiness to learn require far more effort than those in a classroom. Education cannot solve the problem of poverty by working in a vacuum. If we had all the answers, we would have eliminated the problem long ago.

If we are to be successful in working with disadvantaged children, we must work with their parents also. We must help the parents of poverty children acquire a better understanding of the school program, the importance of education and their role in helping their children to learn. Among the most heartening side effects of parent participation in our compensatory education programs has been that many parents have renewed their own interest in education and have returned to school themselves.

One of the most successful methods of involving the community in education has been the employment of teacher aides in the classroom. The teacher aide recruited from the poverty area population has become an effective link between the school and the community, between the child and the teacher. And the aides have become so valuable in freeing the teacher from routine classroom duties, thereby allowing more time for individualized instruction, that school districts are starting to employ them for all their schools.

The fourth area in which I believe compensatory education will have a major influence is in the evaluation of, and the consequent implementation, modification or abandonment of, school programs. While standardized tests in student achievement in selected areas are common, we educators generally have not been required to assess or compare the effectiveness of school practices and programs. I know that in California, school administrators have resisted efforts by the Legislature and the general public to compare the output with the input of our schools. One of the most valuable aspects of the Federal Elementary and Secondary Education Act, I believe, is the requirement that compensatory education programs be formally evaluated each year to determine their success

in meeting their objectives. Our elected representatives in Congress and the tax-paying, education-consuming public are entitled to know which instructional programs work and which do not.

I cannot stress too emphatically that all the money we have poured into compensatory education, all the new materials, the smaller classes, the tutoring centers, the reading laboratories are all supplementary to the work of the classroom teacher.

For, in the end, whether compensatory education will be truly effective, or whether it becomes just another source of funds, will depend on the quality of the teachers working with disadvantaged children.

As the schools increase their awareness of the crucial need for improving the education of the disadvantaged population, the responsibilities of the classroom teacher have greatly expanded. No longer is the function of the teacher limited to transmitting a body of formalized knowledge within the four walls of a classroom.

As teacher aides become more prevalent, the teacher becomes a suprvisor, a manager who must be concerned with the most effective use of personnel.

As we recognize the importance of educating parents as well as students and the need to maintain close home-school liaison, the teacher's classroom has been enlarged to emcompass the entire community.

As we recognize the many complex factors which affect the child's learning process, the teacher must be an expert in intergroup relations, history, sociology, and anthropology.

Only if we have teachers who are understanding, who sense the professional challenge of working in poverty areas, and most of all, who care, will we succeed in our goal of providing the disadvantaged child the same benefits of education as middle-class children now receive.

It all comes down to one basic fact—the attitudes of students tend to be a mirror of the attitudes of teachers. There is plenty of evidence to show that a student's achievement level will tend

to confirm the teacher's pre-conceived judgment of that student's capabilities. This does not mean that the teacher judged correctly; it simply means that his attitude toward the student caused the student to act in a way to make the hypothesis come true.

Where a high level of performance has been expected--and that expectation communicated to the student—children from low-income and minority backgrounds have responded with remarkable achievement. I believe that much of our problems in the past have been that educators really didn't expect children in poverty neighborhoods to succeed. And so they didn't.

This attitude prevailed even among some so-called "understanding" teachers who would excuse the student's failure with a kind of "I know you're doing the best you can" tolerance. We do not need the type of tolerance and understanding that establishes lower standards and expectations for students who do not reflect the cultural background of the majority. The task is not to teach down to these youngsters, but to give them the experiences and the special help they need to achieve up to the high standards we set.

I would like to discuss with you one final area—the special problem that occurs when the disadvantaged youngster is also a member of a minority racial or ethnic group. While the majority of our impoverished citizens and the majority of our compensatory education students are Caucasians, there is no doubt but that minority groups suffer a greater incidence of poverty, especially in our larger cities.

Lately we have had a lot of discussion on how to improve the education of disadvantaged minority group students. There are some who say, "Let's forget about compensatory education. Just desegregate the schools and the problems of low achievement among minority groups will be no more." And there are others who believe equally vehemently, "Let's forget about integration. It's too hard to accomplish. We'll pour extra resources into our ghetto schools and do the job through compensatory education."

We have this schism among leaders of minority groups as well as among school administrators. Among the civil rights groups, there are leaders who feel that compensatory education is just an excuse for maintaining segregation. And lately, there are civil rights leaders who have given up on integration and are focusing their efforts on decreasing class size, building new schools and providing more educational programs in the ghetto.

I do not believe that integration and compensatory education are mutually exclusive. It is not an "either/or" situation. We need both.

Compensatory education should not be a substitute for integration. Compensatory education is not a panacea for all the ills of society caused by segregation. The segregated but "golden ghetto" school locked in from the rest of the community is not the answer. The school that is segregated—whether by law or by housing patterns—fosters among both Caucasian and ethnic minorities the damaging attitudes, distorted behavior and misguided beliefs that have perpetuated isolation and segregation in all aspects of American life. Where the disadvantaged child is also a member of a minority ethnic group, we cannot tackle his learning problem without recognizing the devastating effects of isolation on his aspirations and his motivation to learn. On the other hand, just moving the bodies around will not insure that the deprivations resulting from poverty will somehow disappear into thin air.

Both compensatory education and integration are needed to reach the goal of full and complete assimilation of all children into the mainstream of society. Only with both can we provide quality education for all children, regardless of ethnic or economic background.

What is at stake here is not just the education of the disadvantaged children, but the betterment of all society through a more educated and productive citizenry. It is a truism that what our society will be like tomorrow will be determined by our system of public education today. We have a choice. We can provide the needed education for the hundreds of thousands of children who traditionally have failed to reap the benefits of our public schools

—or we can continue to pay the higher costs of long, hot summers, of unemployment and welfare and of wasted human resources.

If we do the job adequately—and that means sustained, long-term programs rather than single-shot, piecemeal projects—then I believe we can look forward to the day when compensatory education will not be necessary. If we can stop a whole generation of children from prolonging the cycle of poverty because of inadequate education, we then will not have to worry about compensatory education for their children.

The challenge that education faces is a great one. The efforts that we must put in will have to be greater than ever. But so will the rewards be more fruitful. If we succeed, we will have contributed to what Thomas Wolfe once described as "The Promise of America." He said: "To every man his chance, to every man, regardless of his birth, his shining golden opportunity. To every man the right to live, to work, to be himself, and to become whatever thing his manhood and his vision can combine to make him." "This seeker," said Thomas Wolfe, "is the 'Promise of America.' "

ABOUT THE AUTHOR . . .

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As Director of Compensatory Education, Dr. Riles holds the rank of Associate Superintendent of Public Instruction for the State of California. He serves as Executive Secretary of the Advisory Compensatory Education Commission. Before his appointment in September 1965, Dr. Riles was Chief of the Bureau of Intergroup Relations in the State Department of Education. In that capacity Dr. Riles assisted school districts in solving the problem of defacto segregation and in developing non-discriminatory practices in teacher employment. He has had 12 years experience as an elementary teacher and administrator in Arizona public schools. He has published articles in *California Education, CTA Journal, The Elementary Administrator, Educational Leadership,* and *Frontier Magazine.* He received his bachelor's and master's degrees from Arizona State College in Flagstaff. In December 1965 he was awarded an honorary doctor of law degree from Pepperdine College.

DESIGNING SUITABLE PROGRAMS, ACTIVITIES AND SERVICES

AUSTIN E. HADDOCK

THE SETTING. Title I, ESEA is a federally funded program with grants made directly to State Education Agencies (SEA'S) throughout the nation. The SEA's in turn make grants to local school districts on the basis of an application submitted by that district. The purpose of the program and the funds therein expended, is to upgrade the educational opportunities and, thereby, the achievement of educationally deprived children in America.

Under Section 205 (a) (1) USOE Guidelines of the Act, the State Education Agency has the responsibility to determine if project applications are of "sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting those needs."

Now that we have had Title I for almost three years we are beginning to see some good results. Many new and exciting programs have been developed to provide help for educationally deprived children. Early in 1968, U.S. Congressman Roman Pucinski (D.-Ill.) stated in his remarks about Title I to the House of Representatives: "The general sub-committee on education, under my leadership, has been conducting an informal inquiry into education of the disadvantaged. We have been searching for some insight into this perplexing problem. This inquiry has convinced me of two things:

> First, Title I continues to merit strong support from Congress. The need to improve education of disadvantaged children remains enormous, and we cannot turn our backs on this human challenge.
>
> Second, after two years of operation, Title I's grace period has ended. The time for blind experimentation is over. Now we need some positive feedback. We have to choose those programs and methods which will benefit children in all our Title I programs without the waste and inefficiency in program planning that has existed."

I submit that the period of experimentation is not over. We have not found enough answers. Certainly doing "more of the same" is not the answer. Rather, we must design our experimental programs more carefully and we must base them on some form of logic and reflection. We must design these projects so that they may be evaluated. We must then find ways to communicate the results after we have discovered the value of these educational programs.

ASSESSING NEEDS. The design starts with an assessment of the needs of the educationally deprived. We should discover these needs and define them as clearly and as specifically as possible, and at the same time define them in relationship to the total personality of the individual involved.

In the process of assessment we should determine not only the symptoms but as many of the causes as possible. This assessment procedure should be accomplished in April and May of the year preceding the operation as it should be done with all children in the school. It should include diagnostic summaries, from the teachers, on each child who was a potential candidate for a program of this type.

The director of the Title I project should hold staff meetings with all teachers in late March or early April for the purposes of discussing and delineating procedures and developing a philosophy relative to the process of assessment.

Teacher anecdotal and diagnostic notes should indicate suspected causes of deprivation as well as the symptoms.

The in-service plans under these programs should include the above and should include the assessment plans as well as the in-service education plan. A fall in-service program for all staff members in the building, including teacher aides and other ancillary staff, would be valuable. At this time the objectives and activities of the program should be explained with as much clarity as possible and suggestions should be solicited from those present.

Assessment should be continuous with or without federal funds,

but should be more concentrated for this special category of educationally deprived children.

Ideally, the spring assessment should be completed in time for teachers to participate in the next phase of planning. They could advise on a number of items, such as the use and the weight to be given to achievement scores in the final determination of who was selected for the special program.

DESIGNING ACTIVITIES and SERVICES. The designing of suitable activities and services is not an easy task and requires considerable time and effort.

ACTIVITIES. While activities, such as remedial reading, enrichment in arithmetic, language arts, or social studies come easily to mind, the need for creativity in designing programs that bring the *related* aspects of the major fundamentals of learning to bear in a meaningful way in meaningful situations is yet a great need. Examples of such efforts include a program in San Jose, California, in which fifty underachievers in mathematics and reading have been using a systems analysis approach and other tools of management to study the functions of state government. The students, from Wilson Junior High School in San Jose, spent a week in Sacramento conducting a systems analysis of several state agencies as part of a "pioneering school-industry learning program" begun in 1966 by the San Jose Unified School District and the Lockheed Missiles and Space Company, based at nearby Sunnyvale.

The program is merging the analytical tools of industry with progressive teaching methods to motivate the youngsters to improve their reading and math.

An independent study showed that the students in this group doubled their progress rates in reading and math, and that attitudes toward school improved sharply among students.

In Sunbury, Pennsylvania, school officials have made classrooms on wheels by installing a stereo sound system, similar to auto stereo systems, with ear phones for each student in each of the district busses. Students may select from a series of tapes. The taped programs are concerned primarily with subject matter in the area

of social studies and fine arts. The children are being consulted on their preferences and are presently being tested to check the effectiveness of the program.

This program is an illustration of the creative, practical and economical use of what is already available, not to mention the effect that it must have on the discipline in the school busses and the attitude of the children themselves.

We are probably still not doing enough by way of developing new and creative types of activities, and we are not planning well enough. In many cases, poor planning is a result of a lack of time. But, if we do not have the time or the energy or the patience to plan a program well we should *let the money go!*

IN-SERVICE EDUCATION. We must involve the total teaching and instructional staff to a far greater extent in the planning of activities and services for children. We may have to do this at the expense of some classroom time. The public may have to accept the fact that we need more planning time when the children are not with us in the classroom so that we can design the total educational program for the community in a better fashion. The directors of the special programs under Title I may have to become a little more creative and budget more money from their project funds in the area of teacher in-service. In short, it may be that they will need to employ the teachers at additional salary from the funds during the summer months to meet as a total staff and do better assessment and planning of the programs.

Many eight-week summer programs would be better if the first two weeks were spent in in-service with the total staff. Any program, regardless of the source of funds, in the schools of Oregon is a part of the total program. It is the administrator's responsibility and each and every teacher's responsibility to understand that program since it is a part of the total educational opportunities for many children in the school. It is a part of the overall responsibility of the State Department of Education, regardless of the source of funds. It is a part of the repsonsibility of the school board and the patrons of that community. The funds are chan-

PROGRAMS, SERVICES AND ACTIVITIES

" . . . we must design our experimental programs more carefully and we must base them on some form of logic and reflection."

neled through the State Department of Education. When they hit the State of Oregon they are no longer federal funds—they are state funds. It is not a federal program; it is a state program, a district program.

It is our responsibility to provide each child with the opportunity to proceed as far as possible according to his ability. I think it was Mark Harris who said, "We tend to forget that the equal treatment of unequals produces neither equality nor justice."

EQUIPMENT. The planning for and purchase of equipment on these programs should be such that the intent is to use the equipment for direct benefits to the educationally deprived first and foremost. Equipment should not be purchased just because it *might* be used by the staff teaching the educationally deprived. The planning for equipment and the in-service education program should be so designed that the teachers working with the educationally deprived would know that they can use this equipment, that they *will* use this equipment, with specific objectives in mind and with specific techniques available. In too many places in Oregon equipment is sitting idle or is being used in the regular school program because the Title I staff cannot or will not use it.

STAFF. No one argues with the idea that the teacher is the most important ingredient in the works. Yet throughout the nation, and especially in small districts, we are planning programs without a teacher in mind, or without the type of teacher we would require, and then employing someone with a "warm body" afterwards to fill the position. It has been extremely difficult (and will continue to be so) to contract with the right kind of a teacher during the planning phase of the program. But, in honesty to the children, if we cannot secure an effective teacher for this program after we have planned it, we should either revise our program with the consent of State Department personnel, or *turn the money back in,* stating why we were unable to spend the money. Some programs are worse than *no program* as far as the children are concerned because of the type of instruction and planning (or lack of it!) that has gone into the program. These situations are rare, but nonetheless, they do exist.

Administrators and directors who do not have the time and the courage to adequately screen, interview, and employ the type of teacher to work with dedication and understanding with these children, should at least have the courage to report to their school boards that they simply could not find the type of personnel necessary to the success of the program.

AUXILIARY STAFF. There are over 800 teacher aides in the programs in Oregon. Many of them are doing outstanding work in assisting in the classroom with these children. There are additional untapped sources of retired teachers and other professional people who could make great contributions in the classroom. We are aware of the extra time involved in employing, orienting, and providing meaningful in-service education for such staff, not to mention supervising their work throughout the year. But these sources are available and the time for adequate and meaningful ways of bringing their services to bear on the problem is a crucial and complex one. We must find ways in anecdotal form to report "success stories" of individual children so that our congressmen will know that there are long-range gains in such areas as changing attitudes, self-concepts, world and community understanding, and increased social participation.

Too many educators are unable to communicate to others as to how they know when an objective has been achieved. We need to spend a little more time editing our educational vocabulary which is really not very meaningful to those outside the profession. We tend to assume that others understand what we so clearly understand with our emotions but cannot put in words. We must seek to find ways to commit to writing that which we know so well in our hearts.

SUMMARY. It seems to me that planning suitable programs and activities should require:

1. Early assessment of the preceding year's program and the continuing or differing needs of the children who were at that time educationally deprived and would appear to need continuing attention the following year.

2. Total staff involvement in the assessment program and in determining which children should be selected for the program the following year.

3. Greater depth and breadth of in-service for the staff who will be working directly with the deprived children with increased involvement of the total staff in the program planning.

4. Greater attention to methods of communicating the evaluative findings as well as improving techniques of the evaluation.

5. Greater concentration of efforts on fewer children so that it could be determined what aspects of the program activities were paying dividends.

6. A much deeper look at the potential for preventive programs in the pre-primary years and greater emphasis on the follow-through aspects for those pre-primary and primary grade children who appear to benefit further by continuous application of activities that had shown promise with them.

Perhaps you are thinking: "There just isn't time." But we must find the time and develop the patience. There is too much at stake. Let us always remember and heed the profound words of George Bernard Shaw:

"Some men see things as they are and say, why?
I dream things as they never were and say, why not?"

ABOUT THE AUTHOR . . .

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Dr. Haddock was born in Missouri where he completed his public schooling. Later he moved to Oregon and became a graduate of Southern Oregon College. He is also a graduate of Oregon State University from which he was granted the B.S. degree and the University of Oregon where he earned his M.S and Ed.D. degrees. He has been an elementary teacher, principal, superintendent, and college teacher. Prior to assuming his present position with the State Department of Education, Dr. Haddock was director of elementary teacher education and the labratory school at Eastern Oregon College.

DYNAMIC EVALUATION OF TITLE I PROGRAMS

JAMES N. HOLMES

The purpose of this writing is to present a rationale for a Title I continuous assessment program. The discussion will include 1) descriptions of static and dynamic evaluation, 2) an explanation of Portland's Title I PERT systems cycle, and 3) an evaluation model designed to promote curricular achievement through the process of management by exception.

Carl Rogers (1952) was most profound when he stated that, "Premature evaluation is the major barrier to interpersonal communication." The relationship between evaluation and human relationships postulated by Rogers suggests a similar relationship between evaluation and teaching effectiveness. It may be reasonable to say that *inadequate evaluation is the major barrier to effective teaching.* To elaborate further on this statement it will be necessary to clarify what is meant by "evaluation" and "effective teaching."

Effective teaching, for the purpose of this discussion, will be defined in general terms as the process which provides educational operations of sufficient quality to satisfy educational policy objectives. The term "evaluation" is used here to represent a conceptual process in which information is used to provide direction for the placement of values and the making of decisions. The process of teaching requires multitudinous decisions and the making of decisions calls for information. The more adequate our supply of information, the more adequate our evaluation and decision making which in turn improves the process of teaching.

In the same way that a small amount of knowledge can be dangerous, a small amount of evaluation can be detrimental to pupil achievement and pupil self concept. During the first weeks of the school year, teachers tend to categorize their pupils as bright, dull, cheerful, moody, cooperative, antagonistic, loud, quiet, etc. Categorization is useful because it permits the teacher to select responses to pupil behavior which are deemed to be appropriate for the pupil. Such a procedure is commendable when information

used for categorization is valid and when positive, corrective action is planned to move pupils from undesirable categories toward the desirable. Movement of this kind is often stated as an objective, but there are, in many instances, conditions which militate against the realization of this objective. When, for example, a child has been tagged as dull, slow, or disadvantaged at the beginning of the year, the teacher's responses deemed appropriate for a dull pupil could hinder the pupil's progress. The deviation amplification cycle (Maruyama, 1963) in which the initial interaction tends to influence future interactions suggests that patterns of reciprocal teacher-pupil responses can produce subtle but influential guidance in a direction which is likely to be negative for the disadvantaged child. If this line of reasoning is sound, it could be hypothesized that the expectations of teachers exert influence upon attainment. There is a fairly well known ornithological-pupil expression used by teachers which states, "expect eagles and you get eagles; expect sparrows and that's what you will have."

The study, "Teacher Expectations for the Disadvantaged," by Rosenthal and Jacobson (1968) lends credence to the idea that teacher expectations influence pupil achievement and that inadequate information used for evaluation can deter pupil achievement. In this study the investigators tagged a randomly selected group of children as potential "spurters" and leaked the information, informally, to the teachers. Research findings showed that some groups of pupils tagged as "spurters" became "spurters." The explanation for the results discussed the "self-fulfilling prophecy" in which a prediction may influence the behaviors which produce the results. The prediction is especially potent when it is transmitted to the pupil, either directly or subtly and unconsciously, by the teacher. These findings, while not surprising for many educators, have implications worthy of consideration. They may help to encourage the implementation of educational programs which can be "guided" toward the successful attainment of objectives by means of the "self-fulfilling prophecy." A suggested procedure will be presented later in conjunction with the discussion of the dynamic evaluative procedures of Portland's Title I PERT Systems Cycle.

Before suggesting a procedure by which educators can capitalize upon the findings of the Rosenthal and Jacobson study, some attention should be given to the possible dangers of misusing the study's conclusions. It would be wrong to believe that pupil achievement is limited only by the expectations of teachers or that misinformation about pupils could enhance achievement. The Rosenthal and Jacobson study probably resulted in gains for the experimental group, *not* because of "misinformation" passed to teachers, but because the comments about achievement potential helped to compensate for teachers' underestimates of ability. Research on testing generally indicates that the results of most educational and psychological tests tend to contain more error variance for disadvantaged children. Error variance which results from less motivated responses produces underestimates of a pupil's ability. Either underestimations or overestimations of what pupils are capable of doing can result in erroneous expectations and inappropriate instruction. Information which helps to correct errors of estimation tends to improve teaching and pupil achievement because it enables teachers to make more accurate decisions about instruction. Success produced by more accurate decisions is amplifying as well as rewarding.

The idea to be advanced here for the improvement of instruction is not new and it has been stated in a great variety of ways. It is simply that *adequate procedures of evaluation are essential to effective teaching.* The Rosenthal and Jacobson study, after careful analysis and interpretation, seems to reinforce this message. The question that needs to be answered is, "What comprises an adequate evaluation and how can it be done?"

The following explanation of Portland's Title I system of evaluation is presented as an example of an attempt to provide an adequate supply of information about pupil progress to teachers and administrators for the purpose of evaluating and improving instructional procedures. A brief explanation of the PERT (Program, Evaluation, and Review Techniques) idea will precede the description of the Portland application.

The PERT system, in its most general and theoretical form, is both simple and assuredly effective. In a specific application it is likely to be complex and it can be either effective or ineffective. It is a management tool which can extend the capabilities of both teachers and administrators. It has enjoyed spectacular successes in certain industrial and defense department applications. The use of PERT, or the cybernetic, action-assessment cycle, is virtually unlimited and it exists ubiquitously in nature. Since the end of World War II the utilization of various kinds of feedback for self-corrective, system controlling purposes has become widespread. In recent years the concept has been used by researchers and educators for such purposes as school building construction, research projects, and the development of instructional systems. PERT is basically a concept. It may involve the use of flow charts, system analysis procedures, data processing by computer, critical path analysis and other modern techniques of planning and monitoring operations or it may simply take place in the mind of one person. The main features of the concept are that 1) objectives and subgoals are identified and clarified, 2) strategies for the attainment of goals are devised, and 3) systematic procedures of assessment are used to record progress and identify problem areas for special attention. The identification of problem areas for special attention is discussed later under the topic of management by exception.

The Portland application of PERT was initiated in September of 1967 with approximately 600 third grade pupils in the nine elementary schools of Area II. The purpose of using PERT is to increase the effectiveness of compensatory education in Portland's underachieving schools. It was decided that some method of repeated planning, teaching, and testing would help to keep the program "on course" toward the realization of program objectives.

Planning, teaching, and testing is illustrated as a cyclical process in Figure 1. The drawing attempts to show the reciprocal relationship which exists between instruction and learning. The assumption here is that feedback in the form of information about

progress can be used to facilitate learning. The objective of the Portland PERT information system is to provide the kind and amount of feedback which will enable the instructional teams to plan teaching procedures which are more appropriate for pupils.

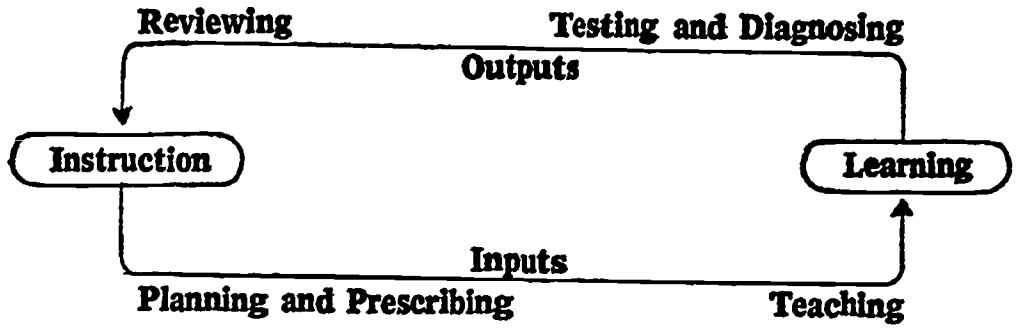


Figure 1. The PERT Cybernetic Action-Assessment Cycle*

The duration of one cycle varies according to the instructional output being evaluated. Information available by observation could cause immediate changes in certain aspects of the instructional program. Tests or screening exercises may be given weekly or daily to provide cues for change. Monthly tests planned to yield diagnostic information and comparative individual and group records provide the major thrust of the continuous assessment program. Annual city-wide survey achievement tests with Portland norms provide the most definite information about the success of the project in general and the relative progress of each team.

The planning stages are used for teachers and administrators to specify in detail the subgoals to be attained in a prescribed period of time. Planning also involves the analysis of problems and the identification of resources (such as teacher aides, specialists, parent volunteers and upper grade pupil tutors) to help resolve the instructional problems. Planning in the Portland PERT project is a team effort in which administrators and specialists in central positions of responsibility are concerned with overall, general problems and the means to their solution. The principal and unit leaders complement and supplement general plans and policy by devising building programs deemed appropriate for the par-

*A more detailed but pedestrian treatment of the cybernetic cycle may be found in the writer's unpublished dissertation, *A Theory of Sociocybernetics and its Application to Educational Administration.* University of Washington, 1966.

ticular circumstances of their school. One of the important by-products of continuous assessment is that administrators can allow more freedom in planning to teachers and team leaders. If instructional operations are making good progress, as reflected by monthly records, it can be assumed that team planning is adequate. Only those operations which need help with planning should request the assistance of administrators or instructional specialists.

Teaching, in the PERT team context, is viewed as the coordination of resources for the implementation of strategy. Coordination calls for leadership and teamwork which are essential ingredients of the system. Good coordination permits the use of large amounts of instructional horsepower which would otherwise be untapped or dissipated in social minutia. Title I programs, especially, need vast amounts of teaching resources. Federal money is used to increase the number of teachers and personnel to help teachers (such as teacher aides, interns, and specialists). More money is also available to obtain various kinds of mechanical devices and curriculum materials. In addition, resourcefulness and ingenuity may be used to obtain adult volunteer tutors, upper grade pupil tutors, teen tutors from the secondary schools, and tutors from education departments of local colleges. Even peer tutors working on a team-learning basis can provide "extra nutrition for the soup." It would be possible for a teaching team comprised of six homeroom teachers working with 150 pupils in 2 grades with 4 levels to have such resources as 2 teacher aides, 1 reading specialist, 1 teacher corps intern, 20 adult volunteer tutors, 10 education major college tutors, 100 upper grade tutors, 30 peer tutors, $3000 worth of mechanical devices and curriculum materials, and 1 partridge in a pear tree! The numbers used are rather arbitrary but are intended to approach maximums. It is easy to see that even half the number of people and other resources listed above could add substantial inputs of power to the task of instruction if coordination were provided. The Portland project appointed grade-level leaders to coordinate resources during the first year of operation and next year plans to provide unit leaders (responsible for the progress of two grade levels) who will have more time as well as more responsibility for planning and

coordinating resources. The unit leaders will work to provide a teaching operation in which pupils can participate in group information exchanges planned to stimulate pupil thinking along with individualized instruction designed to provide learning opportunities which are optimal for the needs and ability of each pupil. Optimums will seldom be obtained but they provide direction and permit the specification of intermediate goals which should be within reach to serve as benchmarks of success within relatively short time-intervals.

Testing is the third stage of the planning, teaching, and testing cycle. Tests, or other kinds of instruments designed for collecting data, should help to indicate the degree of success (never failure) which has been achieved by each pupil. The degree of success achieved by a group of pupils indicates the relative success of the instructional team. Analysis of test results can point out areas of team endeavor less successful than others and cause the modification of teaching strategies to improve future performance. Unusual success experiences may reveal practices and procedures which could be used by other teams. Continuous assessment is well worth the effort when it provides the kind of information which permits instructional teams to learn what procedures are paying off and which are not. By the process of "enlightened selection" a teaching team and an educational system can evolve from a relatively ineffective to a highly effective instructional operation.

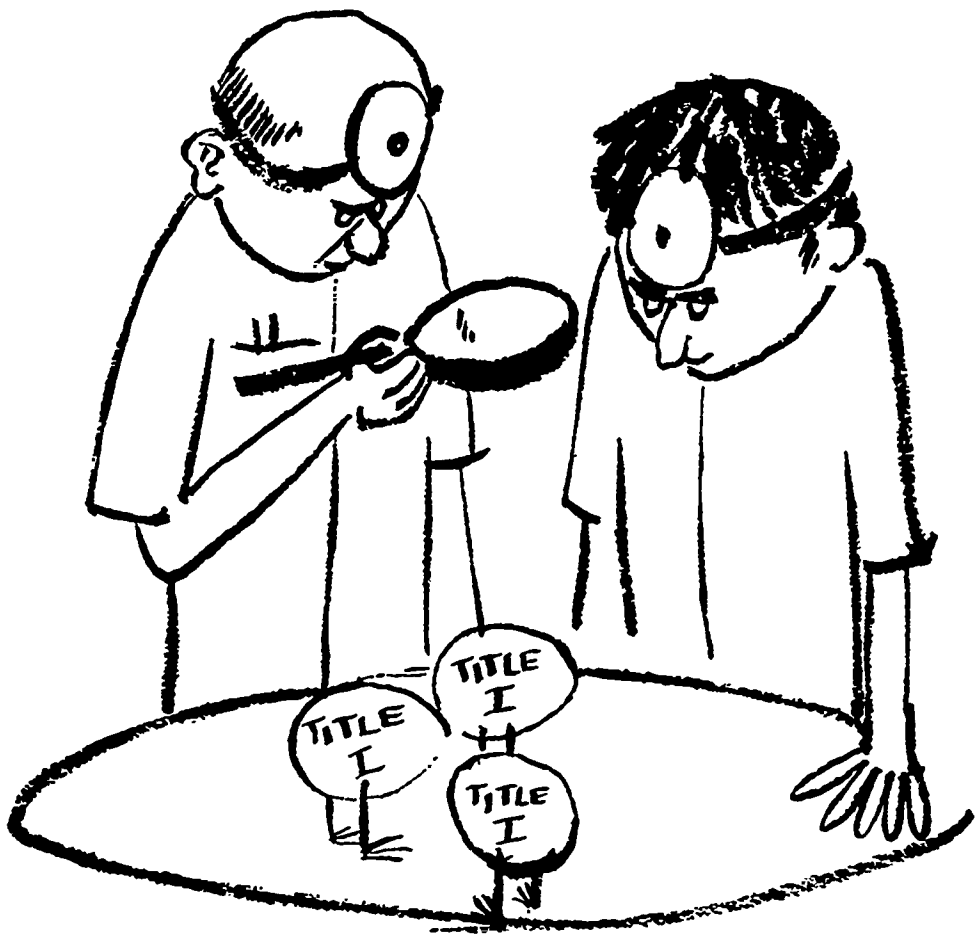
Infrequent, inadequate assessment practices are likely to produce static or relatively fixed notions about pupil ability. Teachers, in such instances, may be both overwhelmed by the large gap between reality and ideality and frustrated by the lack of measurable progress toward goals. The blame-syndrome often encapsulates pupils and teachers who are not experiencing a reasonable amount of success. Lack of observable progress can erode the communications and relationships existing between the school and the community. The static concept of evaluation is exemplified by the teacher in a high achievement, upper socioeconomic area school who somehow identifies his teaching with the achievement status of students without reference to actual gains attributable to

teaching. The same teacher who would be proud of his presumed accomplishments in this instance would be likely to feel unsuccessful in a low income area school with children of low academic achievement status.

Dynamic or continuous assessment procedures are less concerned (but not unconcerned) with present academic status and more occupied with setting reasonable goals, striving for ways to attain the goals, and commending pupils for whatever progress they are able to accomplish. The monthly tests and reading exercises used in Portland yield 1) diagnostic information for teachers and tutors, 2) standard scores and standard gain points for each pupil, and 3) group means and group gain points. The data is processed by computer which provides a printout of results and a graph of progress for each team. By this means each team can see 1) where they are, relative to the norm group; 2) where they have been, in terms of past performance; and 3) where they want to go, as indicated by the average performance of the norm group. (The reading exercises were normed from the testing of 200 pupils in three middle income-level Portland schools.)

The concept of "favoring less successful efforts with additional resources" is closely related to the practice of "management by exception." Compensatory education, remedial reading programs, and projects of rehabilitation are examples of endeavors which are predicated upon the idea that additional resources should be made available to correct inadequacies. Reallocating resources in this manner is not always a popular practice since inadequacies, for some people, are due to mistakes of others which should be discouraged by censure rather than encouraged by assistance. The idea of management by exception is easy to accept since it works to preclude (or at least minimize) mistakes, problems, or inadequacies by 1) developing a monitoring system which will keep management informed about operations and 2) establishing priorities for management time and attention based upon relative need.

An analogy for this kind of management may be derived from the function of a mechanical governor. A governor measures en-



EVALUATION

" . . . adequate procedures of evaluation are essential to effective teaching."

gine speed on a continuous basis and devotes its full attention to the correction of error. Engineers who work with mechanical control devices have found that both measurement, or error detection, and error correction are the crucial elements of effective system regulation. The challenge of the system engineer is to find ways to improve the precision of measurement and the response to error. Both industrial and educational systems are also concerned with accurate measurement and attention to problems. Effective management requires a rich supply of information which can be used to make decisions. Sound decisions used to formulate plans and implement programs can do much to minimize error and resultant problems. As problems do occur, the effective information system will both signal the need for attention and indicate the magnitude of the problem so that priorities for attention may be established. Management by exception is an efficient procedure since it calls for the focus of attention where it is most needed, but it requires some system of continuous assessment. When a highly effective program of education is needed to accomplish the objectives of a Title I compensatory program, it seems clear that some system of repeated teaching, testing and modification of procedures is necessary.

Figure 2 is presented to discuss an evaluation model which is designed to promote curricular achievement through the process of management by exception. The drawing contains the essential features of an educational system organized for communication and operational effectiveness. The basic idea of Figure 2 is summarized at the top of the page which shows that policy is formulated on the right by the administration and implemented in the schools under the topic of "operations."

The columns of the operations matrix represent schools while the rows contain 2 grade levels. Each school is headed by a principal and each of the 5 units is under the direction of a unit leader. The building principal is no less important as the instructional leader of his school by this plan and he retains ultimate responsibility for the success and well being of all teacher and pupil personnel. His task is more manageable, however, since by

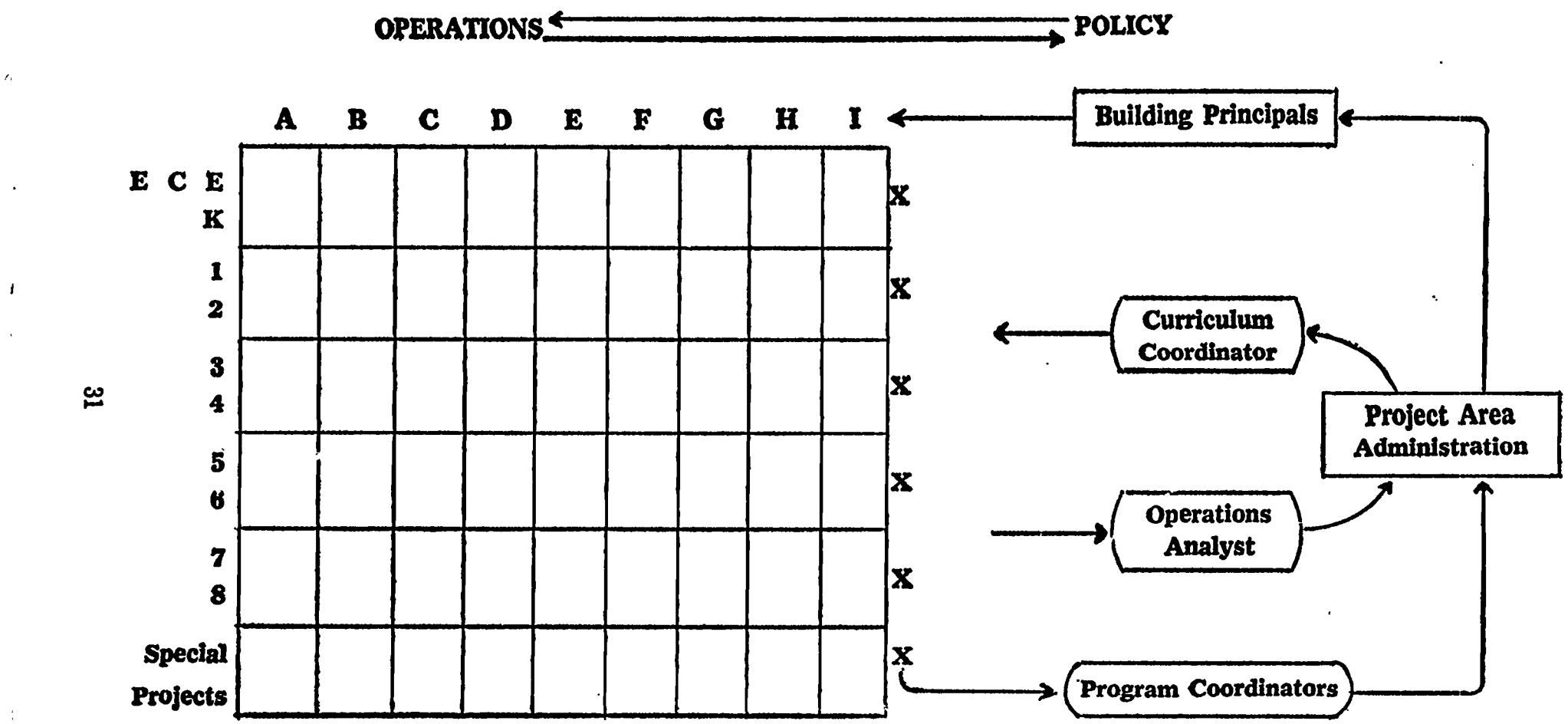


Fig. 2. Organization for Communication and Coordination of Resources.

the delegation of certain responsibilities to unit leaders, his management span of control is reduced. With capable leaders in charge of each unit, the school leader should have more time for planning, evaluating, reviewing progress, and implementing desired changes.

Unit leaders would have little to do in the traditional form of elementary school organization in which each teacher works mostly in a "self-contained" classroom. The "team-resources" approach, however, demands a great deal of coordination and leadership without which waste and disorganization would be inevitable. Recalling the previous discussion which described a situation bolstered by specialists, interns, and numerous tutors, it seems resasonable that a unit leader could well devote at least half of each day to the tasks of planning and coordination. Unit leaders should also devote some time to the curriculum matters which are common to all schools of the area. In doing this they will work closely with the area program coordinator (PC) for each set of grade levels.

Program coordinators are the chief link between the schools on matters of curriculum. Each school is expected to devise their own utilization of team resources, but certain curriculum materials will be common to all groups. Monthly tests and reading exercises, educational games, and tutoring activities are examples of materials which may be developed on a cooperative basis for the use of all teams in the area. Closed circuit instructional television, if available, would greatly enhance the system's potential for success, especially if program coordinators work effectively with unit leaders and the area curriculum coordinator to assure that programs are appropriate for project objectives and the needs of pupils.

In order to judge the appropriateness of programs and the effectiveness of instructional procedures, program coordinators must also work closely with the area operations analyst. One of the most critical and challenging of all tasks within the system is that of collecting and analyzing data. Data collection instruments must be selected or constructed, the data must be processed, and

it must be summarized in a manner which is useful for teachers and administrators.

Teachers need frequent reports which will enable them to see the learning patterns of each pupil. Diagnostic information of this kind may be followed by prescriptive planning and grouping. Without such information and the use of team resources to act upon it, some pupils will be bypassed as the basic skills of learning are being taught. If teachers use the management-by-exception technique, they will capitalize on the diagnostic information and instructional resources in such a manner that "a stitch in time saves nine." Program coordinators will help to interpret test scores and may suggest ways to utilize diagnostic information. At the same time they will work to improve both the quantity and the quality of feedback information which is used by teachers.

Unit leaders are also interested in the monthly reports which show the progress of individual students and small groups, but they are primarily responsible for the progress of the unit. If the progress of the unit is satisfactory, the unit leader will continue to seek ways to improve the effectiveness of instruction but changes will most likely be minor. Less successful units may decide that they would like to try a plan which calls for major revisions of their practices. The need for major changes, of course, should deserve a favored amount of attention and time from the building principal. The planning may also include the area program coordinator who will be armed with details about other team procedures in other schools and district curriculum specialists who are informed about materials, procedures, and research in their field.

The idea being reiterated here is simply that continuous assessment should be used to help pinpoint activities in need of improvement, and that available resources should then be directed to the trouble spots. In this way the unique talents and capabilities possessed by team personnel can be utilized effectively. Each member of the team, from the tutor who is concerned with the accomplishment of specific daily objectives to the area administra-

tor who is responsible for the success of the system as a whole, must be supplied with information which will cause him to focus attention where it is needed most. The name of this game, which is illustrated in Figure 1 and described throughout this writing, is called "dynamic evaluation." It is a game with built-in self-correction features which allows all players to be winners. The game is believed to be especially appropriate for administrators, teachers, and pupils who are participants in ESEA Title I programs.

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THE USE OF PERSONNEL IN TITLE I

HAROLD ABEL

In attempting to put down some kind of orderly thoughts for my assigned topic, I find myself at a loss attempting to discuss the use of personnel *in isolation.* Unless I can attach people mentally to some kind of a *program* the kind of thing I come up with is simply a list of people in the jobs that they can perform and, it seems to me this is not a very productive approach. I doubt that I have anything to add to the kind of list you could develop. I will discuss two program possibilities: Follow Through and the Career Ladder. You may be familiar with both of them, but using them as a vehicle, I hope to elaborate a little bit and get into some uses of personnel in Title I.

Guidelines and Priorities. I begin by making the assumption that one will follow the guidelines as closely as possible. From that perspective it is possible to give the highest priority to the pre-school and primary level of the educationally disadvantaged. This is one of the highest priorities. Secondly, one should operate with a good deal of selectivity or specificity. By that I mean a limited target population is defined as opposed to a broadside general approach for all the deprived children in which the funds or the use of the funds might be so dissipated that little noticeable improvement occurs. If I understand the guidelines correctly, another high priority item would be the development of specific measurable objectives for the target group rather than some types of general improvement which again might dissipate the forcefulness of a program. Finally, in building a program and using personnel in it, I think one should attempt to present a program that is comprehensive. That is, not one that attempts to provide for a single educational goal while ignoring all other aspects or conditions which lead to the educational deprivation, but rather one which attempts to account for and alleviate the other concomitant conditions beyond the instructional process.

FOLLOW THROUGH

It would certainly seem that one program that should be seriously considered is one with many of the components of Follow

Through. Follow Through is a pilot program. It is funded jointly. It is administered under the auspices of the U.S. Office of Education, but funds are appropriated from the Office of Economic Opportunity. In 1967-68 there were 41 pilot Follow Through projects around the country. In 1968-69 there will be 86. The original group will have two grades. If Follow Through was in kindergarten last year, then it will be a kindergarten-first grade program carrying the kindergarteners forward. If it was started in the first grade last year, then there will be a level 1 and 2 program carrying the first graders forward and bringing in a new group.

Follow Through is really the continuation in the public schools of the Head Start Program. The data collected during the first years of Head Start are for the most part not suitable for analysis. Even if they were, I doubt that they would give very productive findings. But one of the findings that *is* extremely productive and important is that while gains are initially apparent, they tend to flatten out by the end of the third grade. Whatever gains were made are lost so that by the beginning of the fourth grade—on the average—the Head Start child is *indistinguishable* from his counterpart who has not had a Head Start experience. Follow Through is an attempt to prevent the loss of the gains made during that pre-school program.

Educational Models. Individual Follow Through programs vary throughout the country, both in the size, and the availability of the resources. The two basic ingredients that must be included are that (1) a comprehensive team approach must be used taking into account the varying needs of individual children, and (2) new projects added this year must follow one of the following four educational models.

The first of the four educational models is an intensive stimulation model whereby they would be trying to teach in very small units with very intensive stimulation of the child.

A second one is one which attempts to use the information developed the last few years from the operant-conditioning learning models.

The third model is one that is particularly adaptable to large urban schools. It is sometimes called the "community model". Members of the community get together to develop a plan.

The last model is a program called the "experimental learning model". It involves the creating of a new learning environment. It is learning-centered in its orientation. It uses a variety of personnel in the classroom.

Staffing Follow Through. In Follow Through every program will have at least three adults to a classroom: a teacher leader, a teaching assistant and one or more teaching aides. Each program is designed to reduce the classload to somewhere around 23 children. Follow Through is a very selective program. It enrolls children, at least half of whom must have been in Head Start. What kind of persons are needed to staff a program for these children? If we are to develop a program that is comprehensive, one good investment of Title I funds would be to put a director in charge of that program. I do not mean a director in an administrative capacity. I am talking about a curriculum specialist who is going to see that the in-service training goes on week in and week out. There is a pre-service training program where individual records on individual children are made so that the needs of these children are met and regrouping is done to insure small integrated groups. The teaching assistant is considered a two-year trained person and is a level somewhat above that of a teacher's aide, while the aide, as we define it, is somebody who is usually from the indigenous poor group with no specified formal education and is at a level lower in terms of a kind of task he can perform.

In Oregon we utilize persons whose assignments approximate that of the teaching assistant. A high school education is required. They may be involved in actual instructional procedures under the direct supervision of a teacher. Thus, in this regard, their job description comes closer to the definition of teaching assistant than that of an aide.

Using Local Resources. If we wish to use a teaching aide, and we feel we cannot financially support another person in our class-

room, another possible source of personnel for Title I is what we have called the human resources coordinator. This is a person who tries to tie the community to the school. Very often if we have a school social worker we can put this person under the social worker, but his primary responsibility is really to serve as a liason between the community and the school.

We sit back and we think we know the needs of our communities. We think that we know some of the things that are bothering people. We often think we can communicate—and to a large degree, this may be true—but in many cases it is not true. I am not particularly anxious to bring the community into the schools, in fact, I am a little bit nervous about it, although the schools belong to the communities and I understand the legal implications. On the one hand, I am concerned about the upheavals that might occur if you get too much involvement with non-professionals. On the other hand, if we are talking about meeting the needs of the educationally deprived, then we are talking about a group whose values are somewhat different and whose outlooks and feelings about the school are somewhat different. We are talking about trying to work with children who are in one environment in the school during the day and then are in an entirely different environment in many cases for a much longer part of their lives out of school. We should begin to relate and communicate with these people so that our Title I programs begin to have, I would hope, more overriding outcomes.

The ancillary staff who will be used in Follow Through either full-time or part-time includes the school social worker and a psychologist or guidance counselor. The counselor should be someone who can play the psychologist services role for the children and often to their families, too. On a part-time basis a physician or nutritionist or a nurse or all three would prove valuable. Sometimes the nurse is full-time so that she can coordinate other activities.

The ideal staff, then, should consist of human resources aides and volunteers in addition to the director, the teacher leader, the teaching assistant, teaching aides and counselors.

THE USE OF PERSONNEL

"What kind of persons are needed to staff a program for these childen?"

Determine Objectives for Programs. What I am suggesting is that a program be outlined and within that program the kinds of jobs that need to be done to meet specific and measurable objectives for the children be developed; then plug in the staff that needs to be there—rather than the other way around. One of our real basic problems in education seems to be our inability to state educational objectives in behavioral terms. Otherwise, there is no point in putting them down. If we really want to help these children we have to get down to the point where we specify what kind of gains we expect the group to make. Then we get to the next point and specify what kind of gains we want the child to make. I am really arguing for an individualized program with specific goals and objectives.

CAREER LADDER

The second program possibility that I wish to discuss is one which is vigorously supported by the anti-poverty specialists. It is referred to as the "career ladder concept". This proposal suggests employment of minimally educated low income people in jobs such as teacher aides. By the combined process of involving experienced in-service training in a small number of specified higher educational courses, possibly offered by a local community college, the aide gradually moves up the ladder. Perhaps the second step is as a teaching assistant. After considerably more experience and more specified college courses, the teacher assistant finally becomes a teacher. Although I am not basically opposed to the career ladder concept, I feel an obligation to point out some of its inadequacies. For one thing, widespread use of this approach as proposed by anti-poverty specialist means more and more teachers who have poor formal training. Their lack of a full college education in an educated society is likely to reduce the impact and status of teachers. Although the anti-poverty specialists are likely to have a point in arguing that teachers from a poverty background are likely to "reach" the children of the poor, should they be certified to reach only the poor? One cannot help but wonder whether they would be able to "reach" and adequately teach the 70 to 80% of the children who do not have

a poverty background. Given a choice I suspect that middle-class parents would want college-educated teachers for their children. I am pointing this out because I think we are going to hear more and more about career ladders and I believe that I am in favor of them. They relate directly, of course, to use of sub-professionals in Title I. I have never yet heard anybody talk about some of the possible disadvantages to be considered, so I am pointing these out. Although it is not my purpose to belittle the anti-poverty specialists, I cannot help but wonder whether we would be equally willing to have our collective appendix removed by a career ladder surgeon as by a surgeon who has had medical training, residency and surgery! In a word, the concept of a career ladder may have merit when applied to a particular discipline such as education in relation to a particular social group such as those in poverty. Perhaps the ladder should stop short at the level below that of a full teacher. The present dilemma in education casts doubt on the relevence and of the current value in teacher programs, but this condition does not in any sense support the notion that a minimum amount of college education will produce a teacher as good or better than one with a college degree. Finally the career ladder concept in education has one other shortcoming. It implies that the entry level position of, for example, the teachers' aide is automatically an unworthy one to be moved out of as quickly as possible. If the aide concept has value in education, perhaps it would be better to encourage more tenure by built-in salary improvements. Therefore, we might have something equivalent to aide 1 at the first step, aide 2, aide 3 and so on. This system is workable with clerical personnel. In fact, it is exactly the way we work with clerical personnel in other fields. Then why not with these?

Summary. In summary, it appears to me that we must keep a few basic things in mind if we are really going to have an impact on children who are educationally disadvantaged. One is that a top priority must be for helping the younger disadvantaged children. By 8 years of age it is possible to tell which children will be successful in college and which will not! At that point there is

not much one can do about it. Now, I am not saying it is hopeless. We can work with dropouts which is one of the possibilities of Title I. We can work with high school children or high school youth, but in terms of the *payoff* and the limited resources we have, we are likely to get a much greater payoff if we begin working with them when they are much younger.

The second point is that a well-planned program is going to have measurable objectives. The reason we do not do this is that it is hard work. But if we did this in the beginning and sat down and said what we really were going to do, we would have to know what was wrong with the youngsters in order to bring about change based on the children's actual needs.

I am convinced that no program is going to be successful without constant in-service. In-service involves groups getting together week by week and looking at their own objectives and assessing where they are going. In some cases, it requires release time or perhaps extended contracts. When a consultant is used, he is used on a continuing basis so he knows what happened yesterday and where we are going tomorrow. It is that kind of in-service that is necessary. If we have that, we have one of the best basic ingredients for success.

Finally there is something to be said for trying to get a team concept working. Aides can make a real contribution. In many cases, parents know things about children that the school people do not. I would urge that any program designed to help the educationally disadvantaged consider the team concept so that solutions and approaches take advantage of all possible resources. Working together we can find imaginative ways of overcoming the handicaps of being deprived.

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Dr. Abel's experience in the field of education has been wide and varied. He has been a teacher of mentally retarded children, a college instructor, department chairman, director of a child development laboratory and Associate Dean of the School of Education, University of Oregon, where he also serves as Director of the Division of Psycho-Educational Studies and Professor of Education. He holds the A.B. degree as well as the M.A. and Ph.D. degrees from Syracuse University. In addition to a number of consulting assignments with federal and state projects, he has published a number of articles for various educational journals including *Journal of Educational Research, Child Development,* and *Educational Leadership Sciences Journal.*

INNOVATE, MOTIVATE, COMMUNICATE

A. KENNETH YOST

I start with the word "and" to remind you that I am simply part of a continuing pattern of activities[1]; that something happened before you got here; something will happen at the close of the week when you leave here. You came here because you were curious or you were lonesome, or you like Title I programs, or somebody sent you; therefore, I start with the word "and" to mean that this lecture-demonstration is a part of a larger activity.

I shall be concerned to some degree about new ideas and techniques which are innovative and creative in their approaches. I will also deal to some degree with how needs and objectives are determined.

INNOVATE

The June 1968 issue of *Educational Screen and AV Guide,* a magazine which is edited by an Oregonian[2], deals with project Springboard. It has an editorial led by Leon P. Minear, a former Oregonian[3]. It describes a teacher's perspective of innovation as contained in Project Springboard[4] and it also speaks of problem solving as teaching.

As I write these words, I feel a little bit like someone who is carrying on a romance with his girl over a long distance phone, because when my thoughts are committed to paper no doubt I will think of a lot of things that I should have told you and in the meantime, I may tell you some things you already know! I am almost *bound* to tell you some things you already know. There are many people who will read this that have been my students so a lot of my blind spots may become revealed. I have an impulse to refer to my readers as "fellow revolutionaries," because the

1 (Editor's Note: Reference is to the SDE workshop on Title I held at Willamette University, Salem, Oregon, June 10-14, 1968 for approximately 240 Oregon teachers and administrators.)

2 Henry Ruark, former State Dept. A/V Specialist and presently media specialist for the Portland Community College, Portland, Oregon.

3 Former Oregon State Superintendent of Public Instruction, now head of Vocational Education in the U.S. Office of Education, Washington, D.C.

4 A cooperative venture of various media manufacturers, the State Board of Education and eleven public schools in Oregon.

current director of the U.S. Office of Education[5] spoke of "the quiet revolution in the classrooms throughout the country" which is taking place, so that those who read this are my fellow revolutionaries in the sense that they are bringing about this revolution in teaching techniques. To use the psychologists' terms, I had some fascinating feedback from one of my former students recently. He has had two years experience in teaching. He now evaluates activities from the practitioner's viewpoint (one who seeks to initiate change). This is another aspect of being a revolutionary—when you have nerve enough to tell what you think after two years of teaching!

This partly cancels out a statement that Benjamin Franklin made wherein he spoke of "the prejudice in favor of ancient customs." He said, "... but there is in mankind an unaccountable prejudice in favor of ancient customs and habitudes which inclines to a continuance of them after the circumstances which formerly made them useful, ceased to exist." This is true in a high degree in many aspects of our lives and to a considerable degree in school teaching. Someone remarked recently that he worried about the way the formerly rural economy still in some ways affects our school year. I am reminded of something else that we are hoping to cancel by Title I and the other innovations; seventy-five years ago Nicholas Murry Butler, wrote, "School superintendents, principals, and teachers are to the last degree impatient of criticisms and suggestions." Fortunately I do not think this is any longer true!

MOTIVATE

Periodically I act and react like a college teacher. As a media teacher I cannot resist being attracted by some of the things that Comenius, that divine, stated, and how this fits the meaning of the pattern wherein I spend my working hours. He said 310 years ago, that the foundation of all learning consists of presenting clearly to *all* the senses objects so that they can be comprehended easily. He discussed this realism in a way that one may be talking of modern classrooms or modern communication. He said,

[5] Harold Howe II

"It is necessary that objects be presented to the eye of the mind." The very way he said it is a fascinating thing. He spoke of the "eye of the mind". Everything should be presented to as many senses as possible, namely, visible things to the sight, audible things to hearing, odorous things to the smelling sense, sapid things to the taste, tangible things to the touch, and when these things have reference to more than one sense, they should be presented to all the senses. This is what we mean when we are talking about multi-media. Then he said, "Failing objects themselves, diagrams (he meant AV graphics) and pictures should be resorted to." So this man in his ancient textbook, (it was current for 200 years), made this interesting statement of visual processes. (Wouldn't a current publisher like to publish a textbook that you would elect to use in 200 years!) "The senses," he said, "have to be especially appealed to in the earlier stages because they are the guides to knowledge. We do not speak to our pupils but the things themselves speak to them and everything could be taught by the things alone." He said long before the invention of photography and color printing this amazing thing that always intrigues me; that school walls should be covered with pictures, and reading books should be full of them. He could only have been talking about woodcuts, because that was the only means of making multiple pictures at the time he made this amazing statement. Then he said when dealing with objects that are in the schoolroom, "It is easy enough to point them out to the beginner, but when the range of the boys' vocabularies becomes more extended, the object lesson process can be affected only by means of a picture book."

Surely such a book can serve several purposes. Then he said this very human thing, "Small boys generally imagine that the operation of the school room must necessarily be of a most dismal character." Schoolrooms are not dismal anymore. I think they are delightful. He spoke about the fact that boys delight in pictures and feast their eyes upon them. He went on with directions. Listen once again how prophetic he was in this book entitled the *Great Didactic*. He said, "Objects must be placed be-

INNOVATE! MOTIVATE! COMMUNICATE!

"Everything should be presented to as many senses as possible . . "

fore the eyes, not far off, but at a fit distance directly in front." Was he talking about TV or film, 8 milimeter or 16mm? Then he added " . . . in such a way that the whole object may be seen all around." He must have been talking about a 3-D model. He then said, " . . . in order, by parts from the beginning to the end." This is the characteristic of the filmstrip that runs from the beginning to the end in fixed sequence. He said "Each individual character should be fixed upon until everything has been seized correctly by its difference."

Now I leave this patron saint of audiovisual and move to Frank Laubach. This man, still living, wrote 30 *Years with the Silent Millions.* He was a one-man Peace Corps. He developed the "each one—teach one" concept. When speaking of textbooks he said that we must prove to the student that he can learn "easily, quickly, and delightfully". He was speaking of adult education, so he added that it "doesn't matter how old one is." He said,

> "Every step must be so short that an ordinary man can take it easily. Our charts must provide for this. For there must be no embarrassing pauses, never a question the student cannot answer and no examinations to find out what he knows. We must keep out of the student's way, neither pushing him nor retarding him. For the student is happy only when he feels free to take his own natural gait." . . . "Ordinary textbooks used in the schools of America require constant talking on the part of the teacher."

One hundred eighty years ago it was stated that we teach too much by manuals, and we have too much of words and too little of things. This report stated teachers are unacquainted with the use and application of the various school apparatus. What school apparatus was in the schoolroom 180 years ago? And, I wonder when the chalkboard was started.

To come closer to today, let me remind those who are responsible for Title I activities and who direct education at various levels that they are also a part of another revolution because we have now entered into what Marshall McLuhan calls a "post-literate" world in which print no longer has a total monopoly in giving informa-

2

tion. There are many ways of getting information other than by little black dots on pieces of paper. Let me quietly review the Litany of the Literate.

There is a magazine slogan that says "It is the printed word that lives." There was a humorous recording a few years ago about the old Southern preacher who repeatedly shouted, "It's in the book!" Something that is written down must be very powerful. Then remember the film of the Egyptian Pharaoh. The Pharaoh would end each pronouncement with "So it is written, so it is done."

Remember the business slogan, "Don't write, telegraph"? Someone converted this to "Say it with flowers." I think of a photographer in an Eastern city whose slogan was "If you can see it, we can photograph it," but now they can photograph things we cannot see. The Eastman Kodak Company has a slogan it loves because it is selling paper and chemicals. It says "A good picture better, bigger." A good picture *is* better, bigger. Of course we know the man from Missouri says, "Seeing is believing" or "Show me." I think of a German teacher I had one time who always was explaining something, and then he would say, "Do you see what I'm saying to you?"

We should also review the literary credo:

> "There is but one God and it is the word; there is but one human and he is the man with literary sensibilities; there is but one world and it has been printed on a press in a book for all to see. Everything else is either a false god, an inhuman man or a phantom world."

COMMUNICATE

I have covered some thoughts on innovation and motivation; now let me consider the area of communication in which we deal so constantly. We live in a world that is shrinking very rapidly. This shrinking world imposes educational urgency upon us. Title I programs are above all else, a communication pattern of device. There must be a state of parallelism between the sender and receiver in a communication pattern. Media assists in attaining this state.

The communications primer would list the process of communication, which could be equated with education or classroom instruction as having seven aspects. These are the information source; the message, the transmitter; the signal; the receiver; the destination, and noise. The information source is the mind and experience of the teacher. The message is the teacher's concept of a particular item of learning. The transmitter is the teacher's talent or technique or training or plan or method. The signal is the learning situation, the presentation, and all of the communication methods used as listed above. The receiver is the eyes, emotions, nervous systems, accumulated conditions of the learner. The destination, of course, is the behavior patterns of the learner, and noise is any interruption of the processes above. These interruptions might include the light, the color of the room, the temperature, the nature of the lesson, the state of the learner, his apparatus for decoding, or the teacher himself; any situation or element that impedes the process listed above.

In listing the incitements to innovation which are a basic part of the Title I activities with which we might deal, these are motivated by the fact that new tools are being invented each day—new tools for communication. Expanding audiences would indicate along with the new tools that old ways of teaching no longer suffice. These result in the new pattern of expectations and effects. We are also alerted to the fact that there are successive shocks that stimulate education, these being programs such as this one we are concerned with, community changes, and national and international pulsations. Changes in the population and structure of the community and pressure groups would be a part of this series of shocks. All educators know that standards keep searching and creeping upward as sort of a persistent pressure with which we deal. The primary way that teachers react to this is through inventing and adopting and adapting in innovated uses of instruction materials.

These innovations enable school people to engage in new patterns of grouping for varieties of learning; reorganizing time that is spent in learning and in teaching; revising the curriculum for

the various differences that we now can measure, restructuring staff for more effective teaching. Administrators can plan within the above to do more effective administration and to provide both teachers and students with resources which assist the learning process. These lead into the newer word that we are now using, which is "systems"—really a means of synthesizing the elements of learning. And then media (really the *carrier* of the curriculum) is the means of providing increasing opportunities of learning.

All of these concerns for strengthening the education process brings us down to what might be called the visualizer's checklist. Any teacher can add some elements to a checklist, and each time a teacher evaluates his activities they form a mental checklist, if not a true tally sheet. I would propose that in planning we at least consider these twelve items: (1) Is this item worth making? (2) Is it adequately verbalized, or is it too verbalized? (3) Does this device which I am planning properly impart learning? (4) Is it a unit, or have I used my plan like a wastebasket and included too much? (5) Is my visual sufficiently symbolic or pictorial? Should it be more symbolic or more pictorial? Have I arrived at the right balance? (6) Is this teaching device fluent in the broadest sense of the word? (7) Is my visual honest? (8) Is this efficient, or is there some other device or pattern or combination of media which would do the job better? (9) Have I been sufficiently aware of my audience intent? Is this aimed at the grade level that I am dealing with? Have I considered the status of the learner and the teachers and the bond that I intend to develop? (10) Is this worth the effort? (This is a true question that the teacher-planner should really ask of any plan for use of an item of media). (11) Did I attain the result that I had intended? This is the final aspect of evaluation, although all of these items on this checklist are aspects of evaluation. The final question is (12) Did I really achieve the result I had intended; did this meet my objective?

Technology is really knocking at the schoolhouse door. In fact technology has its foot in the vestibule of the school! There are

now exciting programs, better-trained people, and improved materials to enable the teacher to innovate, motivate, and above all to communicate!

Since I have reached my temporary stopping point, I end—as I began—on the word "and" to remind you once again of the continuum.

And—!

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Dr. Yost is a man of many interests and talents. He began his educational career as an art teacher in Pittsburgh, Pennsylvania where he soon worked up in the ranks to become supervisor and art consultant at all levels of the school system. He has been at Oregon College of Education for the past 14 years. During that time he has taught hundreds of students in art, audio visual and educational media fields. For the past five years Dr. Yost has been directing the Educational Media Center at the College. Under his direction the Center has expanded its services and facilities. He is in frequent demand as a speaker and educational media consultant. Dr. Yost is particularly interested in the fields of calligraphy and petroglyphology. (Petroglyphology is the study of picture writing on rocks.) Recently he filmed a special documentary on peroglyphs found along the Columbia River in Oregon. He is also a supporter and participant in activities at Bush House, Salem. He earned his B.A. and M.A, degrees from Mellon Institute of Technology and his Ed.D. degree in Art Education from Columbia University.

THE FUTURE OF TITLE I

JOHN F. STAEHLE

One of the things to be said about the future of federally funded compensatory education programs is that it appears to be here to stay. There is concern about the urban crisis. There is concern about the effects of poverty, the lack of law and order, turmoil in schools and the question of whether we will have another lost generation in the ghettos and in the rural pockets of poverty. My best guess is that because of these concerns, Title I will be around for some time. It might well be summed up by paraphrasing Commissioner Howe* in a speech to the Oregon Education Association last March. He said, "What the federal government has carved out as its role is the job of helping the states do *their* job better by providing additional resources over and above what states and local districts can provide." What might we expect these federal resources to do? Commissioner Howe suggested that these resources should help to (1) provide quality educational opportunities for those young people in every state who come from poor families, and the children with whom the schools have by and large failed; (2) absorb a major portion of the cost of constructive change in education so that the schools can better serve a rapidly changing society and the economy; and (3) strengthen the capacity of the states to plan and administer programs which will insure that the first two things happen.

What are some of the concerns that keep rising at the national level in connection with the Title I program? There is a tendency for people not to talk about problems or to agitate, or to demonstrate, unless there is some hope of doing something about it. When things are pretty hopeless, people do not really do very much either in a constructive or destructive way. When there is a glimmer of hope, people begin to stir. Before Title I, very few people had really thought about what should be done for people whose lives were blighted by poverty. We have the feeling now that the problems are far more complex than anybody thought they were when Title I was enacted. We know far more about

*U.S. Commissioner of Education Harold Howe II

our failures and frustrations than we do about successes. We see human beings whose development both individually and socially is living testimony to their failure and ours. We see them as isolated individuals on the fringes of the community. Title I is founded on the faith that something can be done. Educators are optimists. They have ideas about what to do with the next available dollar although I have to admit that these ideas are not always original or creative.

We are developing a new realization that equal amounts of money in terms of expenditures per child does not dissolve an inequality of educational opportunity for all children. I can remember Mark Harris, our former Associate Commissioner for the Bureau of Elementary and Secondary Education, saying as we got into Title I, "There is no equality in the equal treatment of unequals." In what direction does compensatory education appear to be moving? We all want to see results. Maybe we of the U.S. Office of Education feel this more keenly than you do but every day the subject of where the good projects are is discussed. Where is the evidence that the extra expenditures are really producing something worthwhile? I suppose that as the results come (as they will), and as we begin to employ some of the ways of solving this problem (as we will), the climate will gradually improve. The present mood seems to be, however, to wait and see what we can do with a substantial amount of money. It is certainly bigger than anything we have seen so far.

We talk about "impact". I am not sure whether I like the word or not. I worked in several school systems for a number of years. Often people talked about the "fully impacted area program". You and I know that the only way of measuring "impact" is in terms of the effect of our programs on the lives of boys and girls. How may Title I funds best be used to bring about a measurable impact? This assumes two things; first, there are ways to use concentrated funds on a limited number of children, and second, the concentration of funds and the relationship to the regular school program can be effectively planned and carried out.

We may be approaching the time to consider how Title I can be a catalyst in the complete rejuvenation and rehabilitation of state, local, and federal relationships. It is possible that we should work on a priority basis and concentrate all available funds on one, two, or three schools out of the total possible eligible schools rather than dissipating the funds on many small diluted projects. That is a possibility. Serious consideration should be given to the item which suggests that modification of the regular school program be made so that Title I and Title II programs might fit together better. There is no law that says that the same program must be maintained at the state and local levels. What is expected of course is that state and local resources will be made available on about the same basis to all attendance areas and to the same degree as is granted to all the otherwise eligible areas. It would seem essential to involve the total staff and a lot of administrators in those areas in the development of a total program. We will probably refer to this in the future as a "total program approach".

A few questions are being raised as to whether or not we really know what to do with this extra money to bring about the kind of changes that everybody expects. There are many, many ways of looking at this question. We have treated it in some detail in the criteria on "priorities" in the U.S. Office Guidelines.

There is a very big question to be raised for applicants who say they can get along *without* pre-school programs. I think there is a question of priority on that score. Whether we have a Follow Through project or whether we use Title I money for the same kind of program there is a great need to have a pre-school program and something to follow up on that pre-school program in the early elementary grades. There is a great deal of freedom in Title I. Nobody is going to say exactly how to set priorities or how we are going to meet those priorities. But there is a sort of a general concern that whatever is done is eventually moving in a planned direction to bring about change and improvement.

Another concern is for the development of a comprehensive compensatory education program. We said in the criteria that

there should be a comprehensive assessment of needs, a comprehensive analysis of resources, and a determination of the needs of children at the pre-school, elementary and secondary levels. Resources from all the available programs which an agency can muster should be assembled. The results should be a comprehensive compensatory education program drawing on as many resources as are available and with broad community support. It is going to take a lot of leadership. It would be to the advantage of school people to assume some of the leadership in order to secure the necessary level of community involvement in sorting out needs, establishing priorities, and getting the commitments of funds. I am convinced that the state agency can evaluate a Title I proposal only in terms of a total community context and only when disposition of other locally available resources is fully known. A Title I program by itself might look very unbalanced, but with good reason due to resources available from local educational agencies. Other people may well accomplish other parts of the total job of compensatory education in a related project or approved outside-activity.

Some kind of local advisory committee is going to have to be appointed and become deeply involved from the very beginning in the program. Such a committee can be very helpful in developing and evaluating information on local conditions and also in providing feedback for on-going programs. Hopefully some parents will be involved, even if it is on a limited basis. Every committee must be broad and representative. It should involve other educational programs, other agencies in the community, and parents as well as the people who are operating the Title I program.

In planning a program some consideration should be given to the inclusion of some possible activities for parents. Activities might be designed that help the child through his parents. This would be a direct program related to activity; one designed to enlist support and understanding on the part of parents. I know that we often are reluctant to really involve the parents of poor children who are also often the "educationally deprived". They are not the easiest people with whom to work. I think that we

WHAT'S AHEAD?

"We have the feeling now that the problems are far more complex than anybody thought they were when Title I was enacted."

know what is best. But without parental support and understanding a lot of the things that we have in mind for our Title I programs are not going to succeed.

Another area of concern is personnel. Who is going to do the job? What kind of people are we going to need? What kind of extra assistants can be secured with Title I funds and how shall that assistance be organized? From the very beginning there has been a great shortage of people on whom we could call to help teach the educationally deprived. Professional people have been consistently hard to find and largely for that reason there seems to be a great utilization of teachers' aides and other para-professionals. I think that one of the really great things about Title I is the way in which school system after school system developed creative ways of utilizing personnel. This widespread use of aides has been recognized all over the country. It has been recognized by Congress. An amendment to Title I recently was passed by Congress. This amendment requires that applicants show that they have a program for the joint training of aides and the professional people they assist. How did this get in there? One Congressman thought as he traveled about his district that something was wrong with the way in which aides were being used. Too many aides to whom he talked were not aware of their role. Perhaps too he sensed from them a certain amount of dissatisfaction. Congress felt that aides could be much more effective if opportunities were provided for bringing the teachers and the aides together into some kind of a joint training program. Thus we now have a mandatory in-service requirement in the aide programs.

Much has been said about the potential of parents and other adult members of the target areas as to their participation in Title I programs. Surely there are ways of doing this. Adults at every level of education have their own behavior patterns. This is just as true of the population from which we get teacher aides or other educational aides. There is no easy way to select these people—there are not any magic formulas or prescriptions. In the long run, we are really talking about human resources, and about the development of the true potential of boys and girls. We are talk-

ing about re-development of communities and the re-involvement of people (particularly parents), in the education of their children.

Over the next 20 to 25 years we shall no doubt always be having to fight off temptation to try to achieve instant improvement by pouring money and effort into easy-to-change non-functioning characteristics, at the expense of hard-to-change forms where the real payoff is likely to be.

The hard-to-change characteristics are basically involved with human resources. There is a lot of change that has to go on within people. This may well be an initial invitation for in-service training programs the like of which we have never seen before.

I probably have not stated anything very new. But I think that when we are fighting a battle, the lines are so drawn that we sometimes have options. No one can come along and say, "do this new thing" or "do it this way", or "this is the way to solve the problem". We *can* give encouragement to try different ways and renew efforts to do what one has been trying to do all along Only our best will ultimately do for the educationally deprived.

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Dr. Staehle is not a native Oregonian—he was born in Illinois—but he has deep ties with our state. He received his B.A. degree from Pacific University and his M.A. and D.Ed. degrees from the University of Oregon. He has been a teacher in the public schools in Pendleton and a teaching fellow at the University of Oregon. He has also taught at the college level at Montana State University for a time. Since 1957 Dr. Staehle has been associated with the U.S. Office of Education where he has held various positions. These positions include service as a specialist, assistant chief, and assistant director of various sections and divisions of the U.S. Office of Education. He has written articles on educational issues appearing in *School Life* and *American School and University* magazines.